

Message Text

CONFIDENTIAL

PAGE 01 BONN 21690 01 OF 03 291049Z
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-04 INR-07 L-03 ACDA-07
NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00
SAJ-01 NSC-05 DODE-00 H-01 IO-13 OIC-02 EA-07 DLOS-06
AF-08 /102 W
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R 291034Z DEC 76
FM AMEMBASSY BONN
TO SECSTATE WASHDC 4337
INFO USMISSION USBERLIN
USMISSION NATO BRUSSELS
AMEMBASSY BERLIN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 01 OF 03 BONN 21690

E.O. 11652: GDS
TAGS: PFOR, PGOV, WB, US, UK, FR, GW
SUBJECT: BERLIN BRIEFING PROJECT

REFS: (A) SECTO 32047; (B) SECTO 32046; (C) SECTO 32044

BEGIN SUMMARY: THE BONN GROUP HAS REACHED AD REF
AGREEMENT ON A DRAFT CIRCULAR INSTRUCTION BY WHICH THE
DEPARTMENT, LONDON, PARIS AND BONN COULD TRANSMIT THE
BRIEFING PAPER ON THE BERLIN SITUATION TO ALL POSTS.
THE DEPARTMENT'S APPROVAL IS REQUESTED. END SUMMARY

1. TO FOLLOW UP DECISIONS TAKEN AT THE DECEMBER 8
QUADRIPARTITE MEETINGS CONCERNING USE OF THE BRIEFING
PAPER ON THE BERLIN SITUATION (REFTELS), THE BONN GROUP
HAS PREPARED A DRAFT CIRCULAR INSTRUCTION BY WHICH THE
PAPER MIGHT BE TRANSMITTED BY THE FOUR CAPITALS TO ALL
DIPLOMATIC POSTS AND TO MISSIONS TO INTERNATIONAL
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PAGE 02 BONN 21690 01 OF 03 291049Z

ORGANIZATIONS.

2. THE FRG HAS URGED SPEED IN MOVING AHEAD WITH THE
PROJECT, AND THE FRG REP TOOK THE INITIATIVE IN TABLING
A FIRST DRAFT CIRCULAR INSTRUCTION IN MID-DECEMBER.
AFTER INITIAL DISCUSSION THE FRENCH REP SUBMITTED A

REVISED DRAFT, AND AD REF AGREEMENT WAS REACHED AT THE DECEMBER 23 BONN GROUP MEETING.

3. THE FRENCH REP WILL PROVIDE A FRENCH TEXT OF THE BRIEFING PAPER, AND THE FRG FONOFF IS PREPARING A SPANISH TRANSLATION. BOTH OF THESE WILL BE POUCHED TO THE DEPARTMENT SO THAT THEY CAN BE SENT TO SELECTED POSTS, ALONG WITH THE ENGLISH VERSION, ONCE THE DRAFT CIRCULAR INSTRUCTION HAS BEEN APPROVED BY ALL FOUR CAPITALS.

4. ONE QUESTION NOT DISCUSSED IN THE BONN GROUP IS WHETHER THE PAPER ITSELF SHOULD BEAR A CLASSIFICATION. IN OUR VIEW, IT SHOULD NOT, DESPITE THE CAVEATS IN THE PROPOSED INSTRUCTION ABOUT USAGE. THE CONTENTS OF THE PAPER ARE NOT IN AND OF THEMSELVES CLASSIFIED, AND THE CAUTIONS APPLY ONLY TO THE WAY IN WHICH THE PAPER IS TO BE DISSEMINATED. WE WILL SEEK THE VIEWS OF THE OTHER BONN GROUP REPS ON THIS POINT IN THE NEAR FUTURE.

5. FOLLOWING IS THE TEXT OF THE AD REF CIRCULAR INSTRUCTION:

BEGIN TEXT:

I. BACKGROUND

1. THE BONN GROUP, IN WHICH THE US, FRANCE, THE UK AND THE FRG CONSULT EACH OTHER ABOUT BERLIN QUESTIONS, HAS PREPARED A PAPER ON THE LEGAL AND POLITICAL
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PAGE 03 BONN 21690 01 OF 03 291049Z

SITUATION OF BERLIN.

INSTRUCTIONS GIVEN TO THE BONN GROUP

2. THIS PAPER WAS APPROVED BY THE FOUR FOREIGN MINISTERS ON DECEMBER 8, 1976. THE MINISTERS EXPRESSED THE VIEW THAT THIS PAPER SHOULD BE USED BY THE REPRESENTATIONS ABROAD OF THE FOUR GOVERNMENTS IN ORDER TO PROVIDE FRIENDLY COUNTRIES WITH A WRITTEN EXPOSITION OF THE WESTERN POSITION CONCERNING BERLIN, AND TO PROMOTE ON THE BASIS OF THE ARGUMENTS IT CONTAINS A BETTER UNDERSTANDING OF THE BERLIN SITUATION IN OTHER COUNTRIES AND IN INTERNATIONAL ORGANIZATIONS. THE MINISTERS AT THE SAME TIME EMPHASIZED THAT WE SHOULD DO OUR BEST TO AVOID THE IMPRESSION THAT THE WESTERN SIDE WAS EMBARKING ON A CAMPAIGN AND THAT WE SHOULD THEREFORE DO OUR BEST TO PREVENT A COPY OF THE PAPER FALLING INTO RUSSIAN HANDS. THE SPECIFIC DECISIONS OF THE MINISTERS WERE

THE FOLLOWING;

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PAGE 01 BONN 21690 02 OF 03 291052Z

ACTION EUR-12

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NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00
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FM AMEMBASSY BONN

TO SECSTATE WASHDC 4338

INFO USMISSION USBERLIN

USMISSION NATO BRUSSELS

AMEMBASSY BERLIN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 02 OF 03 BONN 21690

--THE BONN GROUP SHOULD DRAW UP A LIST OF
FRIENDLY STATES TO WHICH THE PAPER MIGHT BE GIVEN;

--THE PAPER SHOULD BE SENT TO THE MISSIONS
ABROAD OF THE FOUR GOVERNMENTS AND TO THEIR DELEGATIONS
TO INTERNATIONAL ORGANIZATIONS AND INTERNATIONAL
CONFERENCES AT WHICH THE REPRESENTATION OF THE WESTERN
SECTORS OF BERLIN BY THE FRG MIGHT BE CHALLENGED;

--THE MISSIONS AND DELEGATIONS OF THE FOUR
GOVERNMENTS SHOULD DRAW ON THE PAPER AS NECESSARY, AND
CONSULT QUADRIPARTITELY FOR THIS PURPOSE;

--IF, HOWEVER, THEY WISHED TO COMMUNICATE THE
PAPER TO PARTIES OTHER THAN THOSE LISTED IN II A BELOW,
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CONFIDENTIAL

PAGE 02 BONN 21690 02 OF 03 291052Z

THEY SHOULD REFER BACK TO CAPITALS FOR AUTHORIZATION.

II. INSTRUCTIONS

A. FRIENDLY COUNTRIES

3. THE PAPER SHOULD BE HANDED OVER IN THE FOLLOWING FRIENDLY CAPITALS: ANKARA, ATHENS, BRUSSELS, COPENHAGEN, DUBLIN, LISBON, LUXEMBOURG, OSLO, OTTAWA, REYKJAVIK, ROME, THE HAGUE (I.E., IN EC AND NATO CAPITALS), AND ALSO IN BERN, CANBERRA, MADRID, ROME (VATICAN), STOCKHOLM, TOKYO, VIENNA AND WELLINGTON.

4. THE PAPER SHOULD BE HANDED OVER TO THE APPROPRIATE AGENCY CONCERNED (IN PRINCIPLE THE FOREIGN MINISTRY) IN THESE CAPITALS. THE EMBASSIES OF THE FOUR GOVERNMENTS WILL DETERMINE WHICH MISSION OR MISSIONS TAKE ACTION. IT SHOULD BE MADE CLEAR THAT THE PAPER EXPRESSES VIEWS HELD IN COMMON BY THE FOUR GOVERNMENTS CONCERNED. WHERE APPROPRIATE, AN EXPRESSION OF THANKS SHOULD BE ADDED FOR THE SUPPORT WHICH THE GOVERNMENT CONCERNED HAS TRADITIONALLY GIVEN TO THE ALLIED POSITION ON BERLIN.

IT SHOULD ALSO BE EXPLAINED THAT THE FOUR GOVERNMENTS ARE NOT EMBARKING ON A CAMPAIGN OR SEEKING CONTROVERSY WITH THE COMMUNIST BLOC COUNTRIES.

5. IN NATO, THE PAPER SHOULD BE HANDED OVER AS A PART OF THE NORMAL PROCESS OF INFORMING THE NATO COUNCIL ON BERLIN PROBLEMS. THIS MIGHT BE DONE SHORTLY AFTER ACTION HAS BEEN TAKEN IN NATO CAPITALS. THE PERMANENT REPRESENTATIVE WHO WILL HAND OVER THE PAPER WILL MAKE IT CLEAR THAT IT HAS ALREADY BEEN COMMUNICATED TO ALL 15 GOVERNMENTS AND THAT HE IS CIRCULATING IT, ON BEHALF OF HIS THREE COLLEAGUES, ONLY FOR THE INFORMATION OF
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PAGE 03 BONN 21690 02 OF 03 291052Z

THE COUNCIL.

6. THE SAME PROCEDURE SHOULD BE USED IN THE EC, WHERE ONE OF THE THREE PERMANENT REPRESENTATIVES COULD CIRCULATE THE PAPER, FOR INFORMATION, TO THE OTHER PERMANENT REPRESENTATIVES AND TO THE COMMISSIONER IN CHARGE OF EXTERNAL RELATIONS.

7. IN ALL THOSE CASES, THE NUMBER OF RECIPIENTS
SHOULD BE RESTRICTED AND THE CONFIDENTIALITY OF THE
PAPER SHOULD BE EMPHASIZED.

B. NONALIGNED COUNTRIES

8. THE PAPER ITSELF IS PRIMARILY INTENDED FOR
THE INFORMATION OF THE MISSIONS OF THE FOUR GOVERNMENTS.
THE CONTENT OF THE PAPER ON THE OTHER HAND COULD,
EXCEPT WHERE MISSIONS DECIDE THAT IT WOULD BE COUNTER-
PRODUCTIVE, BE USED AS NECESSARY TO INFORM ORALLY THE
COMPETENT OFFICIALS ON THE PROBLEM. A SPECIFIC EVENT
CONCERNING BERLIN (E.G., A CONFERENCE, A RUSSIAN PROTEST
WHICH IS PUBLIC KNOWLEDGE) SHOULD, IF POSSIBLE, BE USED
AS THE OCCASION FOR SUCH ACTION. ALL FOUR MISSIONS WILL
REMAIN IN CLOSE TOUCH AND THE MISSION IN CHARGE OF THE
ACTION SHOULD MAKE IT CLEAR THAT THE VIEWS IT EXPRESSED
WERE SHARED BY THE FOUR GOVERNMENTS. THE IMPRESSION OF
A DEMARCHE SHOULD AT ALL COSTS BE AVOIDED.

9. THE PAPER ITSELF SHOULD NOT BE COMMUNICATED IN
WHOLE OR PART WITHOUT FURTHER INSTRUCTIONS FROM CAPITALS
TO THAT EFFECT.

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PAGE 01 BONN 21690 03 OF 03 291056Z
ACTION EUR-12

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CONFIDENTIAL SECTION 03 OF 03 BONN 21690

C. COMMUNIST COUNTRIES

10. THE PAPER IS INTENDED STRICTLY FOR INFORMATION OF THE EMBASSIES OF THE FOUR GOVERNMENTS IN THOSE COUNTRIES. THE ARGUMENTS IN THE PAPER MAY IF NECESSARY BE DRAWN UPON FOR DEFENSIVE PURPOSES IN ROUTINE CONTACTS WITH COMMUNIST OFFICIALS. THE PAPER SHOULD UNDER NO CIRCUMSTANCES BE HANDED OVER TO COMMUNIST OFFICIALS.

D. INTERNATIONAL ORGANIZATIONS

11. THE INSTRUCTIONS FOR NONALIGNED COUNTRIES BASICALLY APPLY. MISSIONS WILL HAVE DISCRETION TO PROVIDE OFFICIALS OF FRIENDLY NATIONALITIES WITH INFORMATION ON THE SAME BASIS AS SET OUT IN PARAGRAPH 8.
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PAGE 02 BONN 21690 03 OF 03 291056Z

ON THE OTHER HAND, THE PRESENCE IN MOST INTERNATIONAL ORGANIZATIONS OF INTERNATIONAL CIVIL SERVANTS FROM COMMUNIST COUNTRIES INCREASES THE NEED FOR CAUTION: THE PAPER SHOULD THEREFORE NOT BE HANDED OVER, IN WHOLE OR PART, WITHOUT FURTHER INSTRUCTIONS FROM CAPITALS TO THAT EFFECT.

THE PAPER WILL BE SENT TO THE PERMANENT REPRESENTATIVES TO INTERNATIONAL ORGANIZATIONS IN NEW YORK, GENEVA, VIENNA, PARIS, LONDON, ROME, AND NAIROBI.

E. GENERAL REMARKS

12. THE FOLLOWING INSTRUCTIONS APPLY TO ALL CATEGORIES OF EMBASSIES AND REPRESENTATIONS OF THE FOUR POWERS:

(1) THEY WILL CONSULT WITH THE OTHER THREE MISSIONS, WHO WILL BE RECEIVING SIMILAR INSTRUCTIONS, BEFORE ANY ACTION IS UNDERTAKEN;

(2) THE FOUR MISSIONS IN A GIVEN COUNTRY COULD PROPOSE THAT THEIR HOST COUNTRY BE PLACED IN A DIFFERENT CATEGORY, FOR INSTANCE IN THE "FRIENDLY COUNTRIES" CATEGORY;

(3) ANY CORRESPONDENCE, INCLUDING REACTIONS TO ACTION TAKEN AND SUPPLEMENTARY QUESTIONS, SHOULD BE

SENT TO CAPITALS AND REPEATED (IN THE CASE OF FRANCE,
US AND UK) TO EMBASSIES IN BONN. END TEXT.

6. COMMENT: THE DEPARTMENT WILL, OF COURSE, WISH TO
EDIT THE TEXT FOR CONFORMITY WITH US STYLE BEFORE SEND-
ING IT OUT AS A CIRCULAR INSTRUCTION. ANY CHANGES OF
SUBSTANCE DESIRED BY THE DEPARTMENT SHOULD, HOWEVER, BE
REFERRED BACK TO THE BONN GROUP. IT IS IMPORTANT THAT
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PAGE 03 BONN 21690 03 OF 03 291056Z

REPRESENTATIVES OF THE FOUR COUNTRIES WHO ARE TO CONSULT
ON USAGE OF THE PAPER IN THIRD CAPITALS AND IN INTER-
NATIONAL ORGANIZATIONS BEGIN WITH THE SAME BASIC UNDER-
STANDING.

7. ACTION REQUESTED: DEPARTMENT'S APPROVAL OF THE
ABOVE TEXT FOR USE IN TRANSMITTING THE BRIEFING PAPER
TO ALL POSTS.
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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
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Concepts: ALLIANCE, BERLIN QUADRIPARTITE MATTERS, COMMUNIQUE, BRIEFING MATERIALS
Control Number: n/a
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Disposition Case Number: n/a
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Disposition Remarks:
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